DOCUMENT RESUME

ED 275 434 PS 016 140

AUTHOR Adlin, Sheryl
TITLE The Governor's Day Care Partnership Project. Final Report.
INSTITUTION Massachusetts Governor's Office, Boston.
PUB DATE Jan 85
NOTE 46p.
PUB TYPE Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Certification; *Day Care; Day Care Centers; Early Childhood Education; *Educational Quality; Family Day Care; *Policy Formation; *Program Costs; State Programs; Teacher Education
IDENTIFIERS *Massachusetts; Policy Implementation; *Resource Development

ABSTRACT

Constituting a comprehensive child care policy, 30 recommendations are presented with an aim to increase the supply of affordable, high quality day care in Massachusetts. "Quality," defined as "services meeting children's developmental needs," is the critical component and underlying theme of each recommendation. This document provides an executive summary of 17 major recommendations, a list of individuals participating in the development of the recommendations, and the complete report. The recommendations form the foundation and framework for the development of a strong community-based delivery system supported by public/private partnerships. Introductory sections discuss the need for affordable, high quality day care in terms of family economic self-sufficiency, continued economic growth, the importance of quality, the lack of supply, and the state government's role. To illustrate a possible outcome of the policy, day care as envisioned in 1989 in one Massachusetts community is briefly described. The major portion of the report delineates the day care recommendations, accompanying rationale, and guidelines for implementation in four sections concerned with resource development, quality, affordability, and policy coordination and implementation. Appended are recommendations for the implementation of a comprehensive training model and changes in licensing regulations regarding center staff and family day care provider qualifications. (RH)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☒ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Heidi Urich

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

THE COMMONWEALTH OF MASSACHUSETTS
EXECUTIVE DEPARTMENT
STATE HOUSE • BOSTON 02133

MICHAEL S. DUKAKIS
GOVERNOR

October 12, 1984

Dear Governor Dukakis:

The Governor's Day Care Partnership Project is proud to present you with this report which we believe represents the fulfillment of the charge you gave to us last March when you initiated the Project.

The report represents the best efforts of over 50 individuals who gave of their time and energy and expertise to develop recommendations to increase the supply of affordable, quality day care.

The recommendations are designed to put Massachusetts in a leadership position in the nation, by developing a comprehensive child care policy. We know of your strong commitment to children and families as well as to economic development. For the first time, day care is approached in this report not only as a key human service, but also as an integral piece of employment policy and economic development.

We believe that the lack of affordable quality day care is becoming a crisis for Massachusetts' families. The existing day care system is groaning under the strain of increased demand and inadequate resources.

Clearly the Commonwealth cannot solve the day care problem alone. The Federal Government, as well as business, labor, local school systems, private charities and others, must participate. However, the Commonwealth can take leadership in establishing day care as a priority, in improving the quality of existing care and in creating policies to stimulate support for child care from other sectors. We believe that the recommendations which follow are an exciting, bold, yet responsible, attempt to achieve these goals.

On behalf of the Governor's Day Care Partnership Project, we appreciate the leadership and commitment you have demonstrated. We look forward to working with you to implement these recommendations.

Sincerely,

Joan Quinlan
Governor's Advisor on
Women's Issues

Gerard D'Amico
Senator, Worcester

"GOVERNOR'S DAY CARE PARTNERSHIP PROJECT" FINAL REPORT

EXECUTIVE SUMMARY

Members of the "Governor's Day Care Partnership Project" spent six months developing the recommendations outlined in this report. The report's introduction focuses on the need for available, affordable quality day care for:

- o family economic self sufficiency;
- o continued state economic growth; and
- o support to families in crises.

The unmet need for child care is now reaching crisis proportions due to changes in the composition of both Massachusetts' families and its workforce. The importance of increased availability of programs that meet the developmental needs of children is stressed throughout this report.

In order to solve the current crisis, state government must take an active leadership role by: facilitating and encouraging other sector involvement; providing consumer education and defining a high level of quality; subsidizing the cost of care for low and moderate income families, and purchasing care for families in crises.

MAJOR RECOMMENDATIONS

Necessary action is divided into the four sections outlined below. The recommendations are presented as a package and not prioritized because of their inter-relationship.

I. RESOURCE DEVELOPMENT

Only about a third of Massachusetts parents needing day care are able to find the kind of care they want and can afford. The bringing together of resources (business, labor, schools, local government, colleges, community leaders, etc.) must be done in each community with with strong leadership on the state level.

1. Office for Children should develop a statewide network of Child Care Resource and Referral Agencies.

2. The Executive Offices of Economic Affairs and Labor should initiate ten employer-sponsored day care projects during 1985.

3. The state should begin to become a "model employer" and address state employees day care needs.

4. The Department of Education should encourage local school systems to develop school-age day care programs, provide transportation, utilize space for day care, and develop day care programs for adolescent parents.

5. The Executive Office of Communities and Development should identify incentives for local housing authorities to develop programs and public housing residents.

6. The Executive Office of Communities and Development should identify communities with zoning barriers to family day care homes and develop solutions to these barriers.

7. The State should establish a Private/Public Partnership Day Care Fund to leverage private sector investment in day care services.

II. QUALITY

A day care program's level of quality and its cost effectiveness are dependent on an adequate number of trained staff members committed to providing care which meets each child's developmental needs.

8. Department of Social Services should raise provider rates to meet recommended salary and fringe guidelines.

9. Department of Social Services should raise family day care provider rates to attract and retain capable providers.

10. Future day care funding should target the development of family day care systems in communities without them and expand existing systems.

11. A regionally-based comprehensive day care worker training model should be developed.

12. The Office for Children should receive adequate funding to appropriately fulfill its licensing responsibility.

III. AFFORDABILITY

Continuity-of-care and socio-economic program mix are two important criteria in assuring available affordable care.

13. Make Massachusetts' Individual Child Care Tax Deduction more progressive.

14. Increase the number of state subsidized slots for both currently ineligible families and families earning between 70-115% of the state's media income.

IV. POLICY COORDINATION AND IMPLEMENTATION

Trying to determine how day care policy is now made is ambiguous and confusing, both to those within state government as well as providers, consumers, and advocates. This situation impedes not only clear policy development and implementation, but also the effective management of existing resources.

15. Governor's Office of Human Resources should function as the focal point for the development and coordination of overall day care policy.

16. A Day Care Cabinet should be established.

17. Governor should appoint a Citizen's Day Care Advisory.

GOVERNOR'S DAY CARE PARTNERSHIP PROJECT

REPORT SUBMITTED TO GOVERNOR MICHAEL S. DUKAKIS
OCTOBER, 1984.
PUBLISHED JANUARY 1985

PROJECT CHAIRPERSONS
Joan Quinlan
Governor's Advisor On Women's Issues

Senator Gerard D'Amico
Worcester

PROJECT DIRECTOR
Sheryl Adlin

ACKNOWLEDGEMENTS

This report was written by Sheryl Adlin, Project Director. Project Members, though, assisted with the report's format and editing.

Throughout the development of this report, staff members from many state agencies provided invaluable help and support. Their efforts made this report possible and the Project Chairs want to especially thank Ronnie Sanders, Mindy Fried, Elaine O'Riley, Martha Speranaio, Pat Cronin, Happy Green, Carolyn Britt, Sue Lane, Joe Madison, Polly Halfpenny, Marilyn Pedalino, Sherrie Lookner, Merle Leak, Irma Napoleon, Susan Fletcher, Janet Diamond, Andrew Wallach, Pat Mogan and Niomi Goldstein. Barry Berman from Senator D'Amico's office also contributed much time and energy.

Betsy Anne Youngholm of the John W. McCormack Institute of Public Affairs did considerable research on other states' efforts and provided very important information that helped form our recommendations. The Massachusetts Association of Day Care Agencies, The Cambridge/Somerville Day Care Alliance, The Massachusetts Child Care Coalition and the Governor's Working Group on Day Care, gave significant input into the development of these recommendations.

Many day care directors, workers, and parents made valuable contributions, several, though, should be singled out for special thanks. They include: Miriam Kertzman, Rich Ardizzone, Beth Fredericks, Doug Baird, Dean Tegeler, Jackie Lowe, Liz Minnis, Beth Oglesbury, Angela Ferrera, Myra Macadoo, Laura Walker, Andy Genser, and Amy Squibb.

Carl Sussman provided finance expertise and Julie Johnson tax policy expertise. Thank you to Bertha Tucker for her administrative help.

The layout, composition, and production of this report was accomplished by Rochelle Brunson with the assistance of J. Archer O'Reilly.

A special appreciation to the many people that attended and participated in our day care forums or sent us written comments on recommendations.

GOVERNOR'S DAY CARE PARTNERSHIP PROJECT MEMBERS

PROJECT CHAIRPERSONS:

Joan Quinlan
Governor's Advisor on Women's Issues

Senator Gerard D'Amico

STATE GOVERNMENT WORKING GROUP:

CHAIRPERSONS:

Secretary Philip W. Johnston
Executive Office of Human Services

Assistant Secretary Nancy Kaufman
Executive Office of Human Services

MEMBERS:

Commissioner Charles Atkins
Department of Public Welfare

Senator Jack H. Backman

Gloria Clark
Office for Children

Senator Nicholas Costello

Representative Michael C. Creedon

Myrna Hewitt
League of Women Voters

Irene Kimball
Governor's Advisory Committee
on Women's Issues

Nancy Mitiguy
Franklin Community Action Council

Suzanne Murphy
Coalition for Basic Human Needs

Pat Webber
Community Teamwork. Inc

Marilyn Shea
Lieutenant Governor's Office

Senator Chester G. Atkins

Patty Brent
Caucus of Women Legislators

Ramona Cook
OFC Statewide Advisory Council

Assistant Secretary Mark Coven
Executive Office of Human Services

Representative Joseph DeNucci

Secretary Frank Keefe
Executive Office of Administration
and Finance

Commissioner Maria Matava
Department of Social Services

Gwen Morgan
Wheelock College

Martha Poehler
Administration for Children, Youth
and Families

Jack Wertheimer
Greater Brook Valley Child Care

PRIVATE SECTOR WORKING GROUP

CHAIRPERSON:

Secretary Evelyn Murphy
Executive Office of Economic Affairs

MEMBERS:

Opal Adams
Bank of New England

Sheila Balboni
Lawrence Community Day Care Center

Secretary Paul J. Eustace
Executive Office of Labor

Lou Gaviglia
Digital Corporation

Arnold Hiatt
Stride-Rite

Ellen Kearns
Governor's Advisory Committee
on Women Issues

Ethel McConaghy
Work/Family Directions

Alden Raine
Governor's Advisor
on Economic Development

Representative Barbara Gray

Representative Frances F. Alexander

Verna Brookins
Polaroid Corporation

Robert X. Chandler
Massachusetts Bay United Way

Alma Finneran
Child Care Resource Center

Marsha Hamms
E.I.U.E.

Bruce Johnson
District 65 UAW AFL-CIO

Kathy Kelley
Massachusetts Federation of Teachers

Nancy Mills
Local 285 SEIU

Janet C. Taylor
Associated Grantmakers, Inc

STATE AS EMPLOYER WORKING GROUP

MEMBERS:

Nancy Comperchio
Governor's Office

Pamela DeSanctis
Office of Employee Relations

Richard Linden
Civil Service Commission

Gordon King
Department of Capital Planning

Ada Focer
Banking Commission

Rebecca Haag
Department of Personnel
Administration

Meg Campbell
Senator Burke's Office

May Lou Batts
Executive Office of Transportation

HIGHER EDUCATION WORKING GROUP

CHAIRPERSONS:

Gerard Indelicato
Governor's Advisory on Education

Frank A. Trendinnick
Association of Independent Colleges and Universities

MEMBERS:

Howard Baker
Lemberg Center

Joan Bergstrom
Wheelock College

Louise Corbin
Roxbury Community College

Joan Costley
Project REACH

Murray Frank
University of Massachusetts

Sarah Kelley
University of Massachusetts Child Care Center

Donald Ortin
Lesley College

Geraldine Sullivan
Southeast Massachusetts University

LOCAL GOVERNMENT WORKING GROUP

CHAIRPERSONS:

Secretary Amy Anthony
Executive Office of Communities and Development

Jill Herold
City of Cambridge

Commissioner John Lawson
Department of Education

MEMBERS:

Craig Dutra
PACE, Inc

Michele Frank
Massachusetts Association of Family Day Care Providers

Representative Saundra Graham

Henry Greiner
Massachusetts Association of School Committees

Bruce Hershfield
S. Middlesex Opportunity Council, Inc

Thomas Michaels
Massachusetts Association of School Superintendents

Michelle Seligeon
Wellesley School Age Child Care Project

TABLE OF CONTENTS

INTRODUCTION		8
THE NEED FOR QUALITY AFFORDABLE DAY CARE		9
	Family Economic Self-Sufficiency	9
	Continued Economic Growth	10
	The Importance of Quality	10
	The Lack of Supply	11
	State Government's Role	12
THE RECOMMENDATIONS		13
	The Vision, 1989	13
I.	RESOURCE DEVELOPMENT	17
	A. Child Care Resource and Referral Agencies	18
	B. Employer-Supported Child Care Initiatives	19
	C. State as Employer	21
	D. Local School District Support	22
	1. School-Age Child Care	22
	2. Use of School Space	23
	3. Transportation	23
	4. Adolescent Parents	24
	E. Local Housing Authorities	24
	F. Local Government	25
	G. Private/Public Partnership Day Care Fund	26

continued over

TABLE OF CONTENTS (CONTINUED)

II.	QUALITY	27
	A. Wages	28
	B. Training	30
	C. Family Day Care Systems	31
	D. Licensing	32
	E. Purchasing Standards, and Monitoring	33
	F. Families in Crisis	33
	G. Sensitivity to Multi-Cultural Differences	34
	H. "Special Needs" Children	35
III.	AFFORDABILITY	37
	A. Continuity-of-Care	38
	B. Socio-Economic Mix	39
IV.	POLICY COORDINATION AND IMPLEMENTATION	41
	APPENDIX A, Training Model	A1
	APPENDIX B, Licensing Regulations Regarding Staff Qualifications	B1

INTRODUCTION

In March 1984, Governor Michael S. Dukakis appointed the "GOVERNOR'S DAY CARE PARTNERSHIP PROJECT" composed of state and local government officials, legislators, business and labor leaders, educators, providers, advocates, and consumers. The Project was initiated and coordinated by the Governor's Advisor on Women's Issues in cooperation with the Human Resources Cabinet. The mission of the Project was to recommend to the Governor a comprehensive day care plan, focusing on increasing the availability of affordable, quality day care services throughout the Commonwealth. The choice of the word "Partnership" was symbolic, used to stress the importance of bringing together and coordinating private and public sector resources to best meet Massachusetts families' and childrens' needs.

Project members spent six months developing the recommendations outlined in this report. They reviewed three important documents, Caring About Children in Massachusetts by Gwen Morgan, A Comprehensive Child Day Care Delivery System: A Working Plan prepared for the Department of Social Services by Center Research, Inc., and School-Age Child Care: A Policy Report by the School-Age Child Care Project, Wellesley College Center for Research on Women. They then held three public hearings which were attended by over three hundred people.

Five working groups (State Government, Private Sector, Local Government/School System, Higher Education, and State as Employer) developed preliminary recommendations. Five hundred providers, consumers, business leaders, child care experts, and advocates attended twelve state-wide forums to discuss the preliminary recommendations with Project members. After two months of rework, a summary of recommendations was mailed to members of the "day care community" for final comments.

This report, the culmination of these efforts, focuses on the connection between quality day care services and family economic self-sufficiency, continued state economic growth, and support for families in crisis. These are all of vital concern to state government. "Quality", defined as services that meet the developmental needs of children, is the critical component and underlying theme of each recommendation.

The issues confronted in increasing affordable quality care are complex. Project members reached consensus on almost all the recommendations outlined in this report, though several disagreed with a few specific recommendations. All agree, though, that as a total package these recommendations form the foundation and framework for developing a strong community based delivery system supported by public/private partnerships.

THE NEED FOR QUALITY AFFORDABLE DAY CARE

"Lack of adequate day care in this country undermines national productivity and hurts those mothers and fathers who must struggle to raise children and earn paychecks at the same time."

Dr. Urie Bronfenbrenner
Professor, Cornell University

The unmet need for child care services is reaching crisis proportions in Massachusetts. Recent data suggests that only about a third of Massachusetts families needing day care are able to find the kind of care they want at a price they can afford.* Parents looking for care confront long waiting lists (average wait is six months to a year) with infant care being almost impossible to find. The tremendous increase in the need for day care is due to changes in the composition of both Massachusetts' families and its workforce.

In 1980, 40% of Massachusetts' mothers with children under six were working and each year since 1980 more mothers entered the workforce. Projections for 1990 are that the majority of mothers with children under six will be in the workforce full-time. Given the current steadily increasing birth rate, it is estimated that 80 percent of working women are now of childbearing age and of these women 93 percent are likely to become pregnant while they are in the workforce.

There are two different trends that have led to an increased need for day care: dramatically increasing numbers of working mothers, and a recently increasing birthrate. In addition many women who deferred birth in order to pursue careers are now choosing to have children and continue working.

Women have always worked outside of the home. The major change we now confront is that women are entering and staying in the workforce. Women are not leaving the workforce as they did in the past for long periods of time to raise families and economists predict that this trend will continue.

Family Economic Self-Sufficiency

Many working mothers are the sole support of their families since close to 20% of Massachusetts' households are headed by females. Working full-time, though, has not guaranteed many of these families an adequate income. In 1980 66% of Massachusetts' female-headed households with children under six lived below the poverty level. Married women also work due to economic necessity since only one job in four pays enough to adequately support a family of four.

---

* Data is from Child Care Resource Center, which serves Greater Boston and Cambridge; and selected area Offices for Children (Help for Children data).

Most working parents would choose to have relatives care for their young children, but less than half of our families have this option. Our society's mobility means many families do not live near grandparents or other relatives and even if relatives are geographically accessible they too are likely to be working. Therefore, the availability of affordable quality child care is necessary for many families to become or remain economically self-sufficient.

Continued Economic Growth

Day care is also necessary for the Commonwealth's continued economic growth. As the Commonwealth approaches a full employment economy, day care could become key to continued economic expansion by aiding employers in attracting and retaining women in the labor force.

Research now documents that an important factor in a working parent's productivity is the availability of quality child care. With reliable care, working parents' absenteeism, tardiness and turnover rates decrease while their morale and job performance improve. Business recruitment and training costs are high; therefore keeping highly trained women in the workforce simply makes good economic sense.*

The Importance of Quality

> "Everything depends on the quality of the care. The research is starting to show that kids in good day care do have some advantages...but children definitely suffer in low quality day care."
>
> Dr. Carolyn Ocusiewicz
> Newsweek, September 10, 1984

A child's first five years are the most important in his/her development. The kind of care children receive will affect their later school performance and the kind of adults they become. Quality care not only enables parents to work but has a proven positive impact on young children.

Recent evidence from a twenty year longitudinal study stresses the importance of quality preschool education, its impact on children's lives, and its benefits to society. This project began in the early 60's and followed children from low income families who attended a quality pre-school program and compared them with children who did not. Findings documented in a recent book, Changed Lives,** show dramatic differences in school performance,

---

* Corning Glass, Zale Foundation, Intermedias, Vanderbilt Shirt Factory, Honeywell, are among the companies studied.

** David P. Weikart, Changed Lives, Ypsilanti, Michigan: High/Scope Press, 1984.

employment rates, adolescent pregnancies, and crime rates. The benefits of quality care are clearly greater than the costs.

> "Many experts consider this long-term experimentally rigorous study compelling evidence that early, high quality educational intervention is indispensable in efforts to break the cycle of poverty." (emphasis added)*

Children who attend low quality programs may not reach their full potential and may in fact be harmed physically, emotionally, and cognitively. The long range societal costs of poor child care are far greater than the costs of developing and maintaining quality programs. Meeting the developmental needs of children should be the most important consideration in all program design.

The Lack of Supply

> "Our entire careers, not to mention our whole family income, currently depend on two 13 year-old girls. It's unbelievable the power they have over our lives."
> Boston father
> Boston Globe, November 22, 1980.

It does seem logical to assume that the growing demand for care would lead to an increased supply of services since a basic principle of economics is that although supply may initially lag behind demand, supply will eventually catch up with demand. Cost is the reason for this "market failure", the current insufficient supply of child care. Day care is very labor intensive and the average cost of preschool care is about $3,500/per child/per year. Infant care, in many communities, costs over $5000/per child/per year.** Although the demand for care is rapidly increasing, many parents simply cannot afford the cost of care.

Federal government studies show that parents, with an annual family income of more than $15,000, can afford to pay no more than 10% of their gross family income for child care. Even at 10% of family income, many families find that child care is their fourth highest budget item following food, housing, and taxes. Many parents face the difficult conflict of needing to work to support their children, yet being unable to afford adequate care for their children while they work. Providers, on the other hand, are finding it increasingly difficult to find qualified staff at existing child care rates.

Added to the inability of many families to pay the cost of care is the difficulty of "market entry" for both potential providers and consumers. Many parents simply do not know how to find or choose programs that will meet their

---

* New York Times, September 11, 1984

** It is important to note that low day care workers' wages significantly depress the cost of care. Workers' wages will be discussed later in this report.

child's developmental needs. At the same time, finding suitable space and start-up capital, in addition to the lack of information on program development, often are an insurmountable barrier for many community groups interested in providing programs.

State Government's Role

> "If parents who need to find child care in the community are finding it at a price they can afford, at a level of quality that supplements good child rearing, and in the form they want to choose, then there is no need for further action by government at any level."
>
> Gwen Morgan
> Caring About Children
> in Massachusetts

Massachusetts can point to many child care accomplishments with pride: leadership in early childhood training; licensing standards among the nation's most comprehensive; and a purchase-of-services system which includes a sliding fee scale and a commitment to continuity of care. These factors have supported the development of many fine community based programs, but there simply is not an adequate number of quality day care programs.

To address the day care needs of Massachusetts' citizens, state government needs to take an active leadership role. The Commonwealth cannot solve all of the problems alone and must work closely with the private sector which also has a high stake in the availability of quality affordable day care. Massachusetts can assert leadership in expanding services by:

- Helping communities identify their child care needs and their existing gaps in services
- Helping communities bring resources together to plan new programs and support existing programs
- Providing technical assistance and incentives to develop new programs and expand existing programs
- Determining quality standards and monitoring programs to insure that children's developmental needs are met
- Subsidizing the costs of care for low and moderate income families
- Purchasing care for families in crisis.

THE RECOMMENDATIONS OF THE "GOVERNOR'S DAY CARE PARTNERSHIP PROJECT"

Central to the recommendations presented in this report is the recognition that parents' needs, resources and preferences vary dramatically. Parents need help, though, in finding care and knowing how to choose good care. Our goal should be for each community to have a variety of available child care models so that parents can choose from several good options, which might include: neighborhood infant/toddler, preschool and school age day care centers; work site day care centers; in home care; family day care homes and family day care systems; school extended day programs, and emergency care programs. Each community should have available care during the hours parents work, including evenings and weekends. Each child care option should be designed to meet each child's developmental needs.

The Vision, 1989

The goal of our recommendations is to stimulate community public/private partnerships that will increase the availability of quality day care. The ingredients and combinations of each partnership will vary. It may be helpful to envision one Massachusetts community five years from now in the Fall of 1989. The year 1989 was chosen to emphasize that developing community based child care will take a period of years.

One particular parent living in this community is about to enter the workforce and needs day care. This parent calls the local Child Care Resource and Referral Agency (CCRR). This agency, supported with public and private dollars from state and local levels, serves both consumers and providers. The CCRR is the community's day care hub, gathering information, analyzing data, and facilitating the formation of public/private partnerships to develop and maintain programs, as well as assisting parents in finding good care for their children.

All the CCRR's program information is computerized so that a parent receives an up-to-date list of programs with available openings. Parents are also given information on how to choose a program and how to apply for available subsidies. This particular parent decides to visit three programs before making a choice.

The first is a center serving twenty preschool children and twenty school age children (after school and during school vacations) in two large classrooms in a neighborhood junior high school. The director of a local day care program, faced with growing waiting lists and encouraged by the Child Care Resource Agency, worked with the school principal to obtain state funds to renovate space in this formerly underutilized building. Several local businesses then donated money for equipment and other start-up costs.

Parents pay on a sliding fee scale. A quarter of the children are subsidized by the state and another quarter by the local United Way. Three of the children are handicapped and the center's staff receives training and support from the school department's special needs office. Each year student teachers from two local colleges bring additional resources to the program. The town provides funding for supplies and transports the school-age children to the center each afternoon.

The second center, located in a new industrial park, serves fifty infants, toddlers, and preschoolers. Through the efforts of several state agencies and the local CCRR, the center was included in the park's original plans. The Child Care Resource and Referral Agency worked with the developer to design the center and encouraged each of the park's businesses to support the center, using materials and data prepared by the state Executive Office of Economic Affairs. The CCRR also helped in forming a non-profit corporation and in hiring qualified staff. The availability of the center has proven to be an important factor in drawing new companies to the park and creating new jobs for the community.

Two-thirds of the park's businesses subsidize their employees' cost of care (two have day care as part of their collective bargaining agreement). Several others donate funds or secretarial and accounting help. A quarter of the center's parents live in neighborhoods near the park, but do not work in the park. The center has five children, needing day care because of family crisis. Their care is paid for by the state.

The third program is a family day care system, a network of family day care homes, which serves a hundred infants, toddlers, preschool, and school age children. The Child Care Resource and Referral Agency initially recruited interested family day care providers and then worked with staff from a neighboring community family day care system to develop an agency to give these providers training and on-going support.

Convinced by the CCRR that helping parents meet their day care needs would be good for their businesses, a local bank and insurance company pay for fifty percent of the cost of care for their employees' children enrolled in this family day care system. Two other businesses contract for special providers to care for their employees' children during evening and nightime hours. The state subsidizes twenty-five of the system's children, many from newly arrived immigrant and refugee families. The local school district pays for the cost of care for four infants whose mothers are attending high school.

This particular parent, no matter what the family income, is assured that all three programs offer care designed to meet his/her children's developmental needs. Each program has an adequate number of staff, trained and committed to providing good care, and there is adequate space, supplies, and equipment. S/he will find that in these programs children are nurtured and parents are listened to.

This standard of care is established and maintained by adequate funding for: licensing, day care worker wages, and training. This particular parent (and all parents) can find care, pay an amount s/he can afford, and work knowing his/her child is receiving quality care. His/her employer is assured a productive, dependable employee.

Many of the elements described in this 1989 imaginary community's day care system exists in real communities today. What is currently lacking, though, are mechanisms to integrate these elements, encourage the development of new partnerships and maintain an adequate level of quality. The following recommendations developed by the "Governor's Day Care Partnership Project" are a blueprint for accomplishing these goals. They are divided into four sections:

- RESOURCE DEVELOPMENT
- QUALITY
- AFFORDABILITY
- POLICY COORDINATION AND IMPLEMENTATION

Recommendations will require either administrative, legislative, or budgetary action or a combination of all three.

I. RESOURCE DEVELOPMENT

The recommendations in this section seek to expand the day care system's financial operating base by facilitating and stimulating other sector investment and involvement. In order to have optimal impact these resource development efforts should be targeted to a number of communities in 1985, adding additional communities in 1986 and 1987. This will require a coordinated effort of a number of state agencies. How to assure this coordination is outlined in Section IV, POLICY COORDINATION AND IMPLEMENTATION.

The implementation of the recommendations in this section should not only increase the overall supply of child care but the kinds of care available. Parental choice is one important component in assuring quality care and is discussed in detail in Section II, QUALITY. The goal of the recommendations, in this section, is for parents throughout the Commonwealth to have the kinds of child care options to choose from that are described in "The Vision, 1989", Pages 14-16 of this report.

A. CHILD CARE RESOURCE AND REFERRAL AGENCIES

Recommendation # 1

Over the next three years the Office for Children should develop a statewide network of Child Care Resource and Referral Agencies (CCRR).

Child Care Resource and Referral Agency Description

A Child Care Resource and Referral Agency (CCRR) will be a community's hub of day care activity, focusing efforts on promoting day care and bringing together the state and local resources required to support existing programs and develop new ones. Child Care Resource and Referral Agencies will make day care visible and accessible in each community.

The function of each Child Care Resource and Referral Agency should be to:

- Collect and analyze data to determine community needs and gaps in services.
- Develop new resources by acting as the community's day care broker, bringing together employees, labor, providers, parents, local government and school systems, and colleges to expand existing programs and start new ones.
- Provide technical assistance to groups interested in starting new programs and expanding existing programs.
- Help programs coordinate their resources, by developing for example a shared transportation system or toy library.
- Educate consumers by providing parents with information on how to choose a quality program, where openings exist, and what subsidies they may be eligible for.

- o Manage both private and public sector vouchers, providing an easy mechanism for employer support.

- o Provide and Coordinate day care worker training.

Implementation

The Office for Children should develop, maintain and coordinate this statewide network of Child Care Resource and Referral Agencies. OFC should either:

- o Help community groups develop a new not-for-profit agency

- o Contract with an existing community not-for-profit agency able to perform these functions

- o Increase staffing in an area OFC office to perform CCRR functions in the interim in areas where it is not immediately feasible or practical to develop a separate CCRR agency

Each CCRR should have an advisory board representing local businesses, local government, child care experts, and consumers. This board should be closely linked to local Office for Children Councils.

Although OFC should provide start-up costs and a continuing base of funding for CCRR's, local government, businesses, United Way and other community groups should also contribute. A local match formula, based on an area's economic needs and resources, should be developed, making sure that communities most in need of services are not prevented from developing a CCRR because of an inability to provide the required match.

B. EMPLOYER-SUPPORTED CHILD CARE INITIATIVES

Recommendation # 2

The Executive Office of Economic Affairs (EOEA) and the Executive Office of Labor (EOL) initiate ten employer-sponsored day care projects during 1985.

Rationale

Employers are an important resource in expanding day care services. There are several good Massachusetts employer-supported child care models and there is increasing employer interest.

CCRR staff will help educate employers to the fact that available, affordable, quality child care is in their best business interest (lower rates of absenteeism, tardiness, and turnover; increased levels of worker recruitment, retention, productivity, and morale; better community relations

and company image) and can help employers decide which options (supporting resource and referral services, providing vouchers, buying slots in existing programs, contributing start-up or expansion funds, providing support for existing programs, developing family day care systems, starting a center) will best meet their needs. CCRR staff will also work with Private Industry Councils, Chambers of Commerce and other business groups to educate them to the need for care and assist them in determining the best way each group can help.

It will be several years, though, before a statewide CCRR network exists that can focus on increasing employer-supported child care programs. Even after CCRR's are established they will need on-going support from the Executive Offices of Economic Affairs and Labor. EOEA and EOL need to take active roles in promoting employer-supported child care.

Implementation

EOEA and EOL tasks should include:

- Research and data analyses
- Development of brochures and other materials
- Outreach to employers
- Outreach to Private Industry Councils, Economic Development agencies, Chambers of Commerce, etc.
- Linking employees and employer groups with CCRR's and/or other community resources
- Making recommendations on other possible incentives that would increase employer-supported child care services

At the same time the Governor's Office of Economic Development should encourage developers to include day care space in industrial parks, business complexes and other new building efforts. Initial EOEA and EOL efforts should focus, where possible, in the four areas where OFC's special "Citizen Involvement for Day Care Quality Project" (a federally funded two-year project which is in its second year) is working with citizens to develop strategies and build networks within their communities to stimulate and develop employer-supported day care.

Other efforts which would provide a climate for increased employer involvement in child care should include:

- The Governor lobbying the Department of Labor for expanded day care funding for job training and employment programs.
- EOEA encouraging each Private Industry Council (with increased efforts in targeted communities) to use a larger share of its support services resources to provide day care funding for Job Training Partnership Act clients.

- The Dependent Care Assistance Plan (D-CAP) portion of the Federal Tax Recovery Act of 1981 codified into state tax law to protect it from future state decoupling with federal tax laws. The Department of Revenue should send all Massachusetts employers information about Dependent Care Assistance Plans and how to take advantage of these benefits.

C. STATE AS EMPLOYER

Recommendation # 3

The state should begin to become a "model employer" by aiding in the establishment of a non-profit corporation to help state employee groups start and maintain child care programs and providing start-up funding for three to five day care centers each year.

Rationale

The Commonwealth is the state's largest employer. As an employer, the state is just as affected by the changing composition of the workforce as private sector employers. Helping employees meet their child care needs will increase worker productivity and can demonstrate to other employers potential employer- supported day care models.

Chapter 677, passed in 1983, requires that based on documented need, space be made available for day care use for state employees in all state owned buildings. There is now a day care center in the McCormack Building and one will soon open in the new Transportation Building. Although Chapter 677 is a significant first step, employee groups need technical assistance and on-going support to develop programs. In addition to developing on-site care, the Commonwealth should carefully review other employer-supported child care models.

Implementation

The function of the non-profit umbrella corporation should be to:

- Develop state employee child care centers in state-owned buildings
- Establish policies for all state employee child care centers
- Provide technical assistance to state employee groups in developing programs
- Provide on-going support to centers
- Coordinate foundation and other fund raising efforts

These efforts should be supported by the Department of Personnel Administration. Its role should be to:

- o Help organize and work with the non-profit umbrella corporation.
- o Develop informational materials for state employees on day care options and work with personnel officers to disseminate this information
- o Work with each state agency in developing and implementing a child care needs assessment

Funding should be provided through the state's capital outlay budget for renovation costs, equipment, and other appropriate start-up costs for day centers in state owned buildings. Efforts should include:

- o Establishment of some centers outside of Boston, based on documented employee need.
- o Day care included in state college campus expansion and renovation planning.
- o Development of a downtown Boston infant/toddler center, possibly as a joint effort with the City.

Administration and Finance (A&F), along with other appropriate agencies, should examine the costs and benefits of establishing a Dependent Care Assistance Plan for state employees. A&F should immediately review the implications of a salary reduction plan, through which employees could voluntarily allocate a portion of their salary on a pretax basis for child care costs.

D. LOCAL SCHOOL DISTRICTS

1. School-Age Child Care

Recommendation # 4

The Department of Education should encourage the development of school-age child care programs.

Rationale/Implementation

The number of "latchkey" children, children who are unsupervised after school and during school vacations, is rising dramatically, In 1982 the Children's Defense Fund estimated that almost half of the nation's children age thirteen and under were unsupervised while their parents worked. These children face loneliness, fear, danger, delinquency, and exploitation. School-age child care would enable these children to play, relax and learn new skills while interacting with caring adults.

The Department of Education should also encourage local school districts to start kindergarten the same time in the morning as other elementary grades and not to alternate children, enrolled in day care programs, mid-year from morning to afternoon sessions.

2. Use of School Space

Recommendation # 5

Amend "School Building Assistance Bureau" (SBAB) regulations (Chapter 685) to make day care an eligible expense.

Rationale/Implementation

Many school buildings are underutilized because of declining enrollments. The Department of Education should encourage local school districts to use available space for day care for both pre-school and school age youngsters (the needs of older children should also be considered). Local school districts should either provide the service directly or enter into a contractual agreement with a non-profit agency to provide care. Once CCRR's are developed they will be available for technical assistance and for linking school authorities with community groups interested in providing care. If space needs to be renovated for day care use or if a local school district is interested in constructing new space, funding should be made available (based on the economic needs of a community) through the School Building Assistance Bureau (SBAB).

All income received by a school district as reimbursement for providing support to day care programs (e.g., utilities, construction, maintenance) should return to the school district through a revolving account and not go into the city's or town's general account.

3. Transportation

Recommendation # 6

Amend school transportation regulations (Chapter 71-7A) to enable local schools (under regulations promulgated by local school committees) to transport children from day care to school and from school to day care and receive full reimbursement.

Rationale/Implementation

In many cases children's before and after school day care is not located in the schools they attend. Most day care centers either do not own vehicles or find that providing transportation is logistically impossible. Parents cannot leave work in the middle of the day to bring their children to day care. Currently Chapter 71-7A mandates local school districts to transport children only from home to school and back. Amending this statute will make day care accessible for many school age youngsters.

4. Adolescent Parents

Recommendation # 7

The Department of Education should encourage local school districts to coordinate with community day care programs so that adolescent parents can complete high school.

Rationale/Implementation

The need for day care is not only a concern for elementary school age children. Last year 2,500 Massachusetts adolescents under age eighteen gave birth. The inability to find affordable child care is the reason many will not complete high school. Since each community's needs for programs for adolescent parents will vary, DOE should encourage collaborative efforts.

The Department of Education should also broaden the focus of its training efforts to sensitize school adjustment counselors and other appropriate personnel about the needs of adolescent parents. A component of the training should include how to help adolescent parents find community day care. This training could eventually be purchased from CCRR's.*

E. LOCAL HOUSING AUTHORITIES

Recommendation # 8

Executive Office of Communities and Development (EOCD) make day care a priority use of modernization and supportive services funds.

Implementation

The Executive Office of Communities and Development (EOCD) should work with local housing authorities to determine tenants' child care needs. Housing authorities should be encouraged to make space available to help meet these child care needs. Expansion of existing programs and new program start-up should be a priority use of EOCD modernization and supportive services funds. Space should be made available for day care programs at no/or reduced rent.

EOCD should also work with public housing authorities to determine the barriers to tenants becoming family day care providers and develop policies that will increase the number of units available for family day care.

---

* Out of school adolescent parents may also need day care. Meeting these needs are discussed later in this report.

EOCD and the Department of Social Services should develop an interagency agreement targeting the expansion of day care services for public housing residents. EOCD should provide start-up funding through modernization and supportive services funds and DSS should provide operating funds once programs (which meet DSS purchase standards) are established.

F. LOCAL GOVERNMENT

Recommendation # 9

The Executive Office of Communities and Development encourage the use of Small Cities Community Development Block Grant funds for day care program start-up.

Rationale

The availability of day care and community economic development are interconnected; therefore, the availability of day care should be on the agenda each time a state agency works with local government officials on a new industrial or office park, or other development project. Cities should be encouraged to use Community Development Block Grant or Small Cities Community Development Block Grant Funds to renovate space and/or provide operating funds.

Recommendation # 10

Executive Office of Communities and Development identify communities with zoning barriers to family day care homes and develop solutions to these barriers.

Rationale/Implementation

Many municipalities have zoning regulations that restrict family day care homes in residential neighborhoods. Attempts in three different legislative sessions to make family day care a "home occupation" failed, primarily due to home rule objections. Advocates now feel that even if the home rule objections could be overcome, making family day care a "home occupation" may not be an effective solution to existing zoning barriers in some communities.

The Executive Office of Communities and Development should identify communities with zoning barriers that restrict family day care homes in residential neighborhoods and work with providers, local officials, the Office for Children and community groups to develop uniform definitions and reasonable solutions to these barriers. EOCD, with the assistance of providers, local officials, OFC, and community groups, should develop any necessary and appropriate legislation to eliminate these zoning barriers by December 1, 1985.

G. PRIVATE/PUBLIC PARTNERSHIP DAY CARE FUND

Recommendation # 11

Establish a Private/Public Partnership Day Care Fund.

Rationale/Implementation

Private/Public Partnerships are critical to day care service expansion. Using state funds to leverage private sector investment is an important mechanism of a coordinated effort to expand services.

The Executive Offices of Human Services, Communities and Development, and Economic Affairs and the Governor's Offices of Human Resources and Education should develop criteria for this fund. The fund should be used to match donations from private sector, local government, private charitable and higher education institutions to expand existing programs and to establish new ones. Evaluated annually, funding should be incrementally increased based on the availability of potential donors and documented area need. This fund is not intended as an alternative to the Department of Social Services Private Public Partnership Project account, but rather as a complement to it.

II. QUALITY

A day care program's level of quality and its costs effectiveness is dependent on an adequate number of trained staff members, committed to providing care which meets each child's development needs. There are fewer and fewer programs in Massachusetts, though, able to attract and retain trained qualified staff. This issue as well as adequate resources for program licensing and monitoring are addressed in this section.

We can no longer afford to debate if children should be in day care. Instead we must develop the best possible programs for the more than 100,000 Massachusetts children currently attending licensed day care programs. The kind of care children receive will affect their later school performance and the kind of adults they become. Adequate funding must be made available to assure that all programs meet each child's developmental needs.

A. Wages

Recommendation # 12

The Department of Social Services increase provider rates to meet the following salary guidelines for center and family day care system staff with a 25 percent fringe guideline.

ENTRY LEVEL	10,500 - 13,125
TEACHER LEVEL	12,600 - 15,750
HEAD TEACHER LEVEL	14,700 - 18,900
COORDINATOR OR CENTER DIRECTOR LEVEL	17,850 - 21,900
PROGRAM DIRECTOR LEVEL	18,900 - Dependent on program size
EXECUTIVE DIRECTOR LEVEL	Dependent on program size

Recommendation # 13

The Department of Social Services negotiate a "blended sub-unit rate" between $10-$12.50 with each contracted Family Day Care System.

Rationale

Historically, day care workers wages have been low because child care, perceived as "women's work", is not valued. The U.S. Department of Labor classifies parking lot attendants and day care teachers in the same occupational category. Nationally, two thirds of day care workers earn poverty level wages and the turn-over rate is twice as high as other human service workers. Research shows that based on qualification requirements, day care workers are the nation's most underpaid occupational group.

We now face a crisis situation, with almost every day care program throughout the Commonwealth unable to fill open staff positions. Directors report that along with rapidly increasing turnover rates, they are often forced to hire staff with inadequate qualifications. These high turnover

rates have a negative impact on our children. All efforts to expand available day care services will be futile if programs are unable to find qualified teachers.

Substantial day care rate cuts during the last two years of Governor King's administration forced many programs to either lay off staff or cut salaries, which had not kept up with inflation, making an already bad situation worse. Salary levels in some programs are lower now than they were before 1982.

This year, the average salaries in state subsidized programs are:

TEACHER AIDES	$ 7,865
TEACHERS	$10,586
HEAD TEACHERS	$11,844

Day care teachers, unlike public school teachers, work year round. Over half of the workers earn less than $5.00/hour, and many receive inadequate fringe benefits. Family day care providers, who work ten hour days with no paid benefits, average $8.50 per day/per child (averaging less than $8,000 annually). "In the U.S. in general, and Massachusetts, in particular, we have a system of day care based on the exploitation of workers providing the care". (Morgan)

Day care worker wages are not related to training or experience. On average, janitors, typists, messengers, and clerks receive higher salaries than day care teachers. With Massachusetts' tight labor market, higher paying jobs are available to current or potential day care workers and qualified workers are leaving the field. Without substantial wage increases, who will mind our children?

Wage and Fringe Guideline Implementation

These recommended wage and fringe guidelines should be implemented within a two year period, with a cost-of-living increase the second year. Agency and program differences require flexibility in guideline implementation. A committee of day care providers, workers and other child care experts should work with the Department of Social Services to establish qualification guidelines linking salary levels with training and experience.

Family Day Care system "Sub Unit" Rate Implementation

A family day care system's "sub-unit rate" is the amount of money it can pay a provider per child per day. The current average rate is $8.50/day/child. Most providers earn less than $8500/ year. The Department of Social Services should negotiate with each contracted family day care system a "blended sub-unit rate" of between $10-$12.50. This will enable systems to:

- Raise their sub-unit rate to attract new providers and keep existing providers

- Set up a variable rate structure, paying providers a different rate based on a child's age, the number of hours a child is in care, a child's special needs and/or a provider's experience.

This rate increase will raise the average annual system family care provider income to approximately $10,000 per year.

B. TRAINING

Recommendation # 14

Child Care Resource and Referral Agencies (CCRR) should determine area day care center and family day care provider training needs and then develop and coordinate appropriate training programs.

Rationale

Specialized training in child development and early childhood education is necessary for teachers to provide children with good care. The best day care programs have a "balanced" staff with differing backgrounds, training and experience. Low salaries, though, prevent day care workers from purchasing training. In addition workers have little incentive to purchase training since salary levels have historically not been related to training or experience.

Although the Department of Social Services has periodically provided training to workers in state subsidized programs, there is a need for a comprehensive training model accessible to all day care workers. A state-wide Child Care Resource and Referral network will provide a mechanism to coordinate and expand existing training programs.

Implementation

The development of a comprehensive day care training plan will require the coordinated efforts of the Office for Children, Department of Social Services, Department of Education, Governor's Office of Education, and the Board of Regents. Training should:

- Be financially and linguistically accessible to all day care workers
- Incorporate a counseling/career development component which includes evaluation and accreditation of past training and experience
- Address the special needs of family day care providers

The programs should be piloted in one Region in FY'86, expanded to two additional Regions in FY'87, and be implemented statewide by the end of FY'88. Each Region's current DSS training funding level should continue until this training model is in place in that Region. "Appendix A" is a detailed description of this proposed training model.

The Department of Education should also modify its existing Early Childhood Education Certification to include an Age 3 - Kindergarten Option, with approved licensed day care centers included as student teaching sites. This will require a statutory change.

C. FAMILY DAY CARE SYSTEMS

Recommendation # 15

Future day care funding expansion should target the development of Family Day Care systems in communities without them and expand existing systems.

Rationale/Implementation

Family day care, while the preferred option for many parents, has a high provider turnover rate and is difficult to monitor in terms of quality. A Family Day Care System addresses some of these problems by:

- Recruiting, training, and supporting providers
- Referring and placing consumers
- Monitoring quality
- Providing back-up care when a provider is unavailable

Expanding Family Day Care Systems should not be interpreted, though, as an alternative to support and training for Independent Family Day Care Providers. Expanding support and training for all providers is necessary to raise the overall quality of family day care.

The Department of Social Services should study the implications of a recent complaint to The U.S. Department of Labor which threatens family day care system providers current status as sub-contractors. Policies should be developed to assure the continuation and expansion of family day care systems.

D. LICENSING

Recommendation # 16

The Office for Children must receive sufficient funding to appropriately fulfill its licensing responsibilities.

Rationale

Although the supply of day care has not kept up with the need, there has been a dramatic increase in the number of day centers and family day care homes during the last several years. Funding for the Office for Children for licensors has been inadequate to keep up with these increases. One-third of the state's day care center licenses have expired; the waiting list for family day care registration is over 2500; family day care providers wait months to be registered and are only visited if a complaint is filed; regulations have not been reviewed in eight years; a two year old statute requiring the licensing of school age day care centers has not been implemented. Maintaining the level of day care quality or expanding the supply will be impossible without adequately expanding OFC's licensing capacity.

Implementation

Of critical importance is:

- Adequate staff to license day care centers
- Adequate staff (including bilingual licensors) for a multi-area family day care registration model. This model would enable licensors to visit a percentage of registered family day care homes each year on a randomly selected basis.

Adequate staff is also needed to:

- Review and revise all existing regulations. In reviewing regulations, attention should focus on staff qualification requirements. Specific suggestions for upgrading staff qualifications are in Appendix B.
- Develop and implement regulations for: family day care systems*, school age day care**, special needs family day care, off-hour (nights and weekends) care, and drop-in care

---

* Enabling systems to register their own providers should cutdown on the long family day care registration waiting lists.

** Statute should be amended to include "care for school age children before and after school hours and during school vacation." Age range should be changed from 6-13 to 5-14.

- o Translate family day care materials into appropriate languages

- o Review programs currently exempt from licensing and develop future policies for assuring the quality of these programs

- o Review the feasibility and implications of Group Family Day Care Home licensing

E. PURCHASING STANDARDS AND MONITORING

Recommendation # 17

Develop purchasing standards for vouchers comparable to contract standards.

Recommendation # 18

Target sufficient funding to adequately monitor all state purchased day care.

Rationale/Implementation

All state subsidized care no matter what the purchasing mechanism (vouchers or contracts) should be the same level of quality. This fiscal year the State will purchase over sixty million dollars of day care services. Monitoring will assure that quality standards are maintained. All day care programs should be required to provide a detailed breakdown of their administrative costs, assuring that day care funding supports quality services for children.

F. FAMILIES IN CRISIS

Recommendation # 19

The "Governor's Day Care Partnership Project" supports the recommendations of the Department of Social Services Supportive Services Day Care Task Force to increase supportive services day care rates to provide adequate staffing and reimbursement for transportation costs.

Rationale

Day care is often the most important component of the treatment plan for abused or neglected children or it is used to prevent abuse and neglect (referred to as Supportive Services Day Care). Many of these children are angry and confused, often acting out in the classroom, and require special attention. Some are developmentally delayed and need extra help and teacher time. Funding is needed for additional classroom and support staff to adequately meet these children's needs.

Most of these children also require transportation from home to day care and back home. The Department of Social Services requires that day care programs provide this transportation, but programs are finding it increasingly difficult to do this at current reimbursement rates.

Recommendation # 20

The Department of Social Services and Department of Public Health develop an interagency agreement with the goal of providing comprehensive services to Supportive Services children ages birth to three.

Rationale

The Department of Public Health funds Early Intervention programs for developmentally delayed children, aged birth to three. Many of the infants and toddlers in Supportive Services Day Care need and are eligible for these services.

A targeted pilot should be implemented in four communities. Ten children in each pilot program should receive Supportive Services Day Care in a Family Day Care System. Other appropriate services (e.g. physical or speech and language therapy) should be provided to these children by the community Early Intervention Program while the children attend day care. Early Intervention program staff should also help train each child's day care provider to best meet each child's needs.

G. SENSITIVITY TO MULTI-CULTURAL DIFFERENCES

Recommendation # 21

State subsidized day care programs meet the needs of children from all cultural backgrounds.

Rationale

Families needing day care services come from many different backgrounds and these backgrounds will affect the kind of programs parents want for their children. Day care programs need sufficient resources to meet each child's needs no matter what their family background. Of particular concern are refugee and immigrant families, since linguistic and other cultural differences should not prevent families from obtaining care or feeling comfortable with the care their children receive.

Implementation

In order to reach this goal:

- o Sensitivity to multi-cultural differences should be addressed in each day care program's Request for Funding Proposal
- o Adequate program funding should be provided for such things as bilingual teachers, translating materials, and/or developing special curriculum.
- o Efforts should be made to develop new programs to fill existing service gaps.
- o These issues should be addressed in any expansion of day care funding.

H. SPECIAL NEEDS CHILDREN

Recommendation # 22

The Department of Education should encourage local school districts to use federal funding (Chapter 94-142 and Chapter 83-313) to provide services to "special needs" children with working parents.

Rationale

Working parents with "special needs" children face an almost impossible task in finding appropriate care for their children. Some "special needs" children already in day care may not even be identified or receive appropriate services because of inadequate staff training and/or program resources. The Department of Education needs to work with local school districts to assure that "special needs" children receive the services they need while their parents are at work. DOE should encourage the development of local school district and community day care programs cooperative efforts.

Implementation

The Department of Education should provide training for day care teachers concerning Chapter 766 through the Commonwealth Inservice Institute. DOE should encourage local school districts to include day care teachers in Core Evaluation Teams and in the development of Individual Education Plans.

Chapter 94-142 and Chapter 83-313 funding should be used to:

- o Provide personnel to work with "special needs" children in day care centers

- Transport children from day care to special services and back to day care

- Develop integrated full day programs

The Office of Handicapped Affairs should identify the problems of making centers accessible to handicapped children, parents, or staff and help identify renovation funding sources.

III. AFFORDABILITY

The recommendations in this section address the issues of affordability, focusing on the importance of a continued state government commitment to the concepts of continuity-of-care and socio-economic mix. Both of these concepts are important criteria in assuring that parents will be able to continue working and that children's developmental needs will be met.

It is important to note, though, that many of the recommendations in Section I, Resource Development, should lead to not only more care, but more affordable care. Employers, local government, school system and college investment in child care should lower the cost of care for many parents. Without other sector involvement many parents will continue to be unable to afford quality care for their children.

A. CONTINUITY OF CARE

Recommendation # 23

Planning for all state funded day care programs should include a commitment to the principle of continuity-of-care.

Rationale

Continuitiy-of-care assures that low income families will not find themselves caught in a revolving door, losing day care at the end of a job training program or when they receive small increases in income. The issue of continuity-of-care needs to be a particular concern for state agencies in the development and expansion of voucher programs, programs designed to help pay for child care for a particular population for a designated period of time. Vouchers are effective in giving particular populations immediate access to care, but if there are no subsidized contracted slots available when the voucher expires, the parent risks losing their care and not being able to work. Planning of voucher programs must include future expansion of the contracted day care system.

Implementation

Before implementing or expanding a voucher program, the question of how "continuity-of-care" will be guaranteed needs to be addressed. In order to maintain quality and stability, preference should be to expand the contracted day care system and not to extend vouchers. The ratio of vouchers to contracted slots needs to be carefully reviewed before expanding a voucher program.

Children needing to change programs due to age, family relocation or parental choice should be a priority for an opening in another state subsidized program. Siblings of children in care should be eligible for services and be a priority for openings.

The Department of Social Services, with appropriate community input, should review and revise its sliding fee scale.

B. SOCIO-ECONOMIC MIX

Recommendation # 24

Make the Massachusetts Individual Child Care Deduction more progressive.

Recommendation # 25

Governor take a leadership role in lobbying for changes in the federal Child Care Tax Credit which would provide increased benefits to low and moderate income families.

Recommendation # 26

Provide additional subsidized day care slots for families earning less than 70% of state's median income. Priority given to refugee and adolescent parents for this expansion.

Recommendation # 27

Target additional state subsidized day care slots for families earning between 70%-115% of state median income who are currently paying the full cost of care and will be unable to continue care because of rate increases.

Rationale

A two tiered day care system, with separate state funded programs for "poor" children, would be harmful for all of our children. Whenever possible, state agencies should purchase care in programs with a socio-economic mix of families, but maintaining this mix is a complex problem. Raising wages to assure quality could increase program rates to a level some moderate income families would be unable to afford.

Currently families are eligible for a state subsidized day care slot if they earn less than 70% of the state median income (they remain eligible up to 115%).* There are thousands of low income families eligible for services on

*70 - 115% of State Income 1984

Family Size		
	Two	12,852 - 21,084
	Three	15,876 - 26,052
	Four	18,888 - 31,032
	Five	21,924 - 35,988

program waiting lists. Refugee and adolescent parents are two populations now having the most difficult time finding affordable day care. At the same time, there are thousands of families earning between 70% - 115% of the state median income, ineligible to access a state subsidized slot, but not able to afford the full cost of care.

Implementation

1. Child Care Tax Relief

The maximum tax relief a Massachusetts parent can currently receive for child care costs is $129/year/child, through the Individual Child Care Deduction. On average, higher income families now receive the most benefit from this deduction. The Individual Child Care Deduction should be made more progressive so that lower income families would benefit more than higher income families. Lower income families' benefits should be raised by "redistribution" of this tax deduction.

Making this deduction more progressive is important, but even after this change, the child care deduction will only provide several hundred dollars in tax relief for low and moderate income families. The Federal Child Care Tax Credit is much more promising and the Governor should take a national leadership role in changing the Federal Child Care Tax Credit to provide increased benefits to low and moderate income families.

2. Eligiblity for State Subsidized Contracted Slots

Funding for state subsidized care should be substantially increased to:

- Provide additional slots for families earning less than 70% of the state's median income
- Provide additional slots for families earning between 70% and 115% of the state's median income. These new slots should be targeted to programs with parents currently paying the full costs of care, who will be unable to continue because of rate increases.

IV. POLICY COORDINATION AND IMPLEMENTATION

This report addresses the state's role in increasing the supply of affordable day care and assuring that this care meets the developmental needs of young children. Implementation of many of the previous recommendations requires a coordinated effort of several state agencies. This section focuses on assuring this coordination and the efficient implementation of all of the recommendations of the Governor's Day Care Partnership Project.

Recommendation # 28

The Governor's Office of Human Resources function as the focal point for the development and coordination of overall day care policy.

Recommendation # 29

Establish a Day Care Cabinet which includes: the Secretaries of Human Services, Economic Affairs, Communities and Development, and Labor and the Directors of the Governor's Offices of Human Resources, Economic Development, Education and Women's Issues.

Recommendation # 30

Governor appoint a Citizen's Day Care Advisory Committee with broad constituency and geographic representation

Rationale

At least eleven state agencies are currently involved in regulating, purchasing, stimulating, or developing policies for child care. Day care is an issue which cuts across four secretariats (EOHS, EOCD, EOEA, EOL) and is an important agenda item of four agencies (DOE, OFC, DSS, DPW). Conflicting priorities and lack of coordination of resources and leadership by any one agency has been a continual problem. Trying to determine how day care policy is made is ambiguous and confusing both to those within state government as well as to providers, consumers, and advocates. There is an obvious need for coordination of day care policy.

Project members carefully explored the concept of creating a new separate Day Care Agency or having the Office for Children be the state's "day care agency." Both of the options were evaluated as unlikely to be successful. The problems and expense of a new agency are obvious and families might best be served by stimulating day care interest throughout state government and not categorizing it as the sole responsibility of one agency.

The OFC statute does give it authority to coordinate day care across secretariats. As a line agency within EOHS, though, OFC has not been able to accomplish this task. This report does emphasize the need to give OFC sufficient resources to fulfill its mandates to promote the development of day care services, provide consumer education, and license care. It is unlikely, though, that OFC would be able to coordinate day care policy across secretariats.

Implementation

Each year by August 31st the Day Care Cabinet should submit an Annual Day Care Plan and Budget to the Governor for review and approval. This budget should then be incorporated into specific agency budgets.

The Advisory Committee should review the Annual Day Care Plan and Budget before it is submitted to the Governor and advise GOHR and the Day Care Cabinet on all major new policies and initiatives. The Cabinet and Advisory Committee should determine each year if GOHR continues to be the appropriate office to coordinate day care policy.

GOHR should perform the following functions:

- Coordinate the implementation of this report's recommendations
- Staff the Day Care Cabinet
- Coordinate targeted resource development efforts
- Long range day care planning
- Stimulate research on child care issues
- Serve as the day care federal and legislative liaison*
- Coordinate a statewide needs assessment for future planning**
- Coordinate media and public education on day care issues
- Evaluate major new initiatives.

---

* Plan should include coordination with Head Start Planning.

** Future on-going data will be collected by the CCRR network.

APPENDIX A

TRAINING AND RECOMMENDATIONS

A comprehensive training model should be implemented in one region during FY'86, in two additional regions in FY'87, and be available statewide by the end of FY'88. If possible, the Region chosen to pilot the training model should be a Region with an established CCCR. Training should be accredited, competency-based, and financially accessible.

During the first six months, a detailed needs assessment should be completed. Interested day care workers and family day care providers should receive guidance in evaluating past training and experience, and developing individual training plans and career goals.

Training should include (but not be limited to):

- Courses
- Workshops
- On-site workshops, etc.
- Child Development Associate supervision
- Degree programs

OFC, through CCRR's, should work with colleges and universities in the Region (with day care community input) to develop appropriate programs. Student intern programs and other higher education resource linkages should also be developed. Joint Head Start/Day Care training should be encouraged.

Tools to measure competency of entry level center workers and family day care providers should be developed.

OFC, DOE, the Board of Regents and the Association of Independent Colleges should develop a competency-based Early Childhood Education degree and certification. They should also work toward a reciprocity agreement for Early Childhood courses throughout the higher education system.

The Board of Regents should also develop a tuition waiver plan and school loan forgiveness plan for day care workers.

APPENDIX B

RECOMMENDATION CHANGES IN OFC LICENSING REGULATIONS REGARDING CENTER STAFF AND FAMILY DAY CARE PROVIDER QUALIFICATIONS

The following suggestions for changes in licensing regulations regarding staff qualifications are contingent on the implementation of the recommended training model. Center-based day care workers and family day care providers should be able to demonstrate competence in the following areas within five years of the training model's implementation. Training should focus on the skills listed under each staff category. OFC should develop necessary tools for measuring competency and mechanisms for demonstrating competency.

*Entry level personnel - (within three years of hiring) will demonstrate skills in the following areas, measured by a competency-based tool:

- o Child development
- o Child management
- o Health/safety/nutrition
- o Teaching strategies
- o Specific curriculum area (minimum 3)
- o Parent communication

*Teacher level - In addition to above will demonstrate the following skills when hired:

- o Daily and long-range curriculum planning
- o Human growth the development
- o "Child awareness training"
- o Parenting skills
- 0 Basic supervision/Peer relations

These can be demonstrated by:

CDA or AA Early Childhood Education Degree (must include a supervised field placement) and one year experience.

or

BA Early Childhood (must include supervised student teaching).

*Head teacher - In addition to above will demonstrate the following skills: [in programs where there is a director with starred skills (*)], the teacher need not demonstrate those starred skills (*).

- o History of day care/models of care
- o Financial management*
- o Community resources and networking
- o Administration*
- o Supervision/communication skills

This can be demonstrated by:

CDA of AA early childhood plus cources in above and three years of experience

or

BA in early childhood (which includes above courses) plus two years experience

*Teachers and Head Teachers should have a primary area:

- o Infant/Toddler
- o Pre-School

A tool should be developed to measure achievement in primary area.

*Family Day Care Providers (Providers receive provisional registration) - Renewal of registration after two years will require demonstration of following skills:

- o Age appropriate behavior/home based activities
- o Behavior management and limit setting
- o Communications with parents
- o Health/safety/nutrition
- o Daily planning
- o Juggling day care and personal needs
- o Record keeping and taxes

A competency-based tool will be developed to measure skill achievement.